

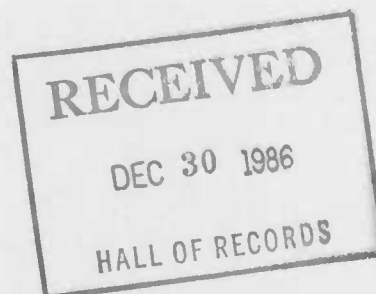
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FAMILY-ORIENTED PERSONNEL POLICIES

**A
Task
Force
Report**



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Family Oriented Personnel Policies

A Task Force Report

May 1986

A Publication of the
Maryland Commission for Women
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"Although I chose not to live near my relatives at the time of my separation from my children's father, I did so in order to 'grow,' to allow my boys and me not to be emotionally stifled. Many people, therefore, say I didn't use all of my resources. I created these added dependency care problems of holidays, snow days, sick children days, and children's doctor's appointments. However, because of my striving to stand on my own two feet, I feel my boys will be more compassionate fathers themselves, independent thinkers, strong emotionally and more productive members of society. My price . . . vacation time for the past two years eaten up by the above-mentioned 'added dependency care.'"

Quote from "A lady doing
double time and in need
of relaxation time"

"I thank the Commission and the Department for their interest and the questionnaire. This is very near to the heart for me, as I have just used nearly three weeks of earned annual leave and my three personal days (since 1/85) to care for sick children and/or my children because my sitter was ill. I have two children, one of which is in an excellent preschool with only three holidays per year and an infant who is cared for in my home. I have tried unsuccessfully to replace my current in-home sitter (for two months). . . . At this point, I'm considering a leave of absence because of the problems with my in-home sitter. . . . Thank you again for this very timely questionnaire."

Quote from a female question-
aire respondent

ACKNOWLEDGEMENTS

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Special thanks to the Maryland Commission for Women staff who mailed out 55,000 questionnaires, entered questionnaire data into the computer, and prepared this report: Martha Clark McIntyre, Donna Rae Moore, E. Dolores Street, Joan E. Williams, and Shirly M. Chase. Special recognition goes to Gwen Smith, an intern with the Maryland Commission for Women in the Fall of 1985, who entered the majority of the responses from the 5,500 questionnaires into the computer.

Finally, the Commission greatly appreciates the support and assistance of the Secretary of the Department of Personnel, John F.X. O'Brien, throughout the process of development and distribution of the questionnaire. The Commission acknowledges, however, that the Department has not adopted a formal position with regard to the interpretation of the preliminary data or the recommendations based on that interpretation as presented in this report.

FOREWORD

The Maryland Commission for Women is the State agency which identifies and researches problems and issues, and recommends solutions and policies on behalf of Maryland women. The Commission works to change policies and practices which prevent the full and equal participation of women in today's society.

The Family-Oriented Personnel Policies Task Force of the Maryland Commission for Women, chaired by Lisa Simon Jablon, was created in November 1983 to examine the State's personnel policies and determine the extent to which the State's laws and policies impact on State employees and their families. Family-oriented personnel policies include programs, practices, and benefits that assist working parents by increasing flexibility in work scheduling and leave policies and by making available information and facilities for assisting in the provision of care for children and dependent adults.

The first major task undertaken by the Task Force was an examination of current State laws and personnel policies regarding flexitime, permanent part-time employment and leave policies to determine to what extent they are being implemented. The research for this task involved surveying the heads of the major State departments to determine what differences, if any, exist in written and/or official policies among different agencies; and the ways in which the same policies are applied differently within different agencies.

The Task Force's second major endeavor was to survey State employees to determine their need for family-oriented personnel policies and their knowledge of and current experience with the State's personnel policies in their agencies. To accomplish this task a questionnaire was developed in cooperation with the Maryland State Department of Personnel and distributed to nearly 55,000 State employees in March 1985. Over 14,000 questionnaires were returned.

This report presents an overview of family-oriented personnel policies, an examination of the State of Maryland's current personnel policies that affect working parents, examples of innovative policies developed by other state and local governments, and an analysis of the questionnaire responses. The final chapter offers the Maryland Commission for Women's recommendations to enhance the responsiveness of Maryland's personnel policies to meet the needs of State government employees and their families.

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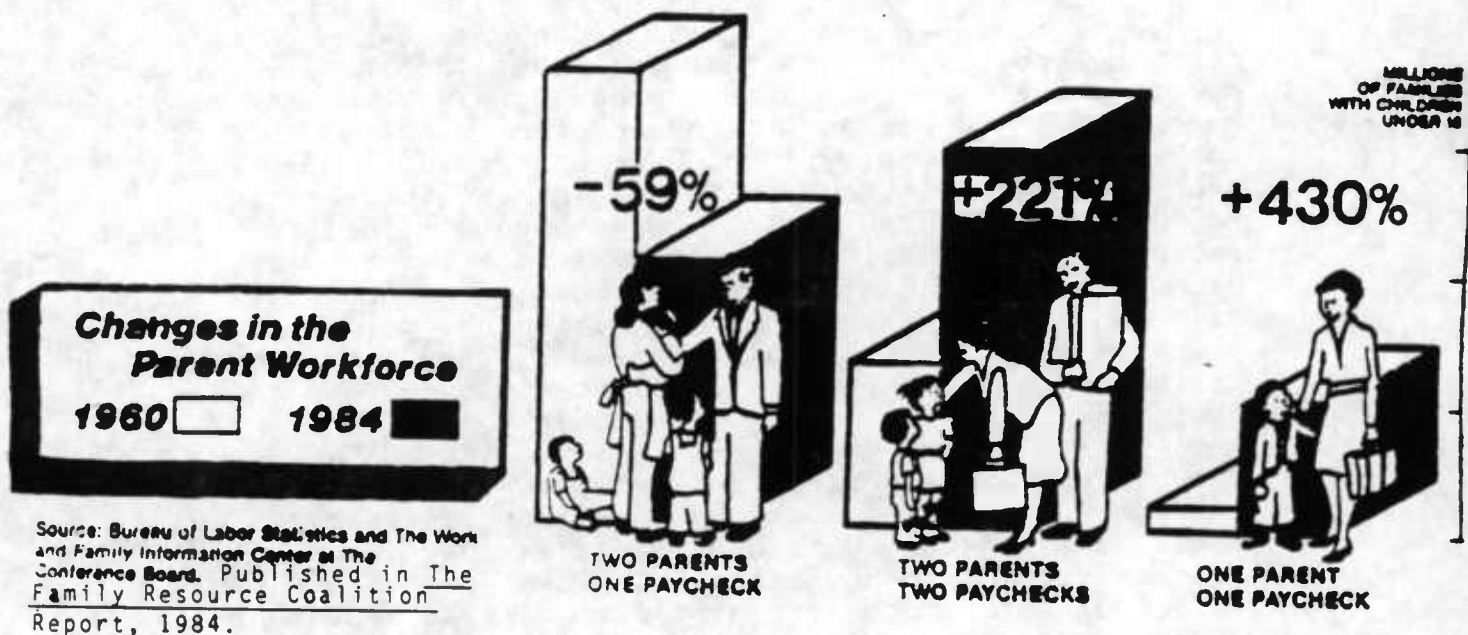
CHAPTER ONE

INTRODUCTION

Recent changes in the social structure and work experiences of families have altered the relationships between work and family life. Traditional two-parent, single-earner families are comparatively fewer in number today, while dual-career couples and single-parent households have become prevalent.

As shown in FIGURE 1, family and workforce composition have changed dramatically since 1960. Parents with major responsibility for child care and rearing compose a growing segment of the employee pool. Whether they are fathers and mothers in dual-career families, single parents who are the sole support of their children, or adults in two paycheck families struggling to survive economically, they bring changing concerns to the workplace.

FIGURE 1



Although the "typical American family" (defined as an employed husband with a nonworking wife and one or more children) has not been truly representative of American families since World War II, the workplace has only recently begun to accommodate the needs of families. Workers and their families were generally expected to cope with often

conflicting responsibilities at home and on the job without help from their employers. However, the major influx of women to the work force, the growing interest of men in parenting, and the new perspectives on work and career as a part of the larger picture of a person's life which have been brought to the work force by the younger "baby boom" generation, have provided the workplace with employees who have major concerns in addition to their careers. Unlike even a decade ago, workers are making it known that family circumstances have an impact on their employment and work-schedule options and on their attendance and performance on the job. Workers are becoming more assertive than in the past and less likely to subordinate their personal lives to their jobs.

As employers come to recognize the challenges that the new environment poses to traditional company policies, they are taking steps to address these issues. In many cases, the existing policies are based on the "traditional American family" model. Thus, when companies see that their labor force does not fit that mold anymore, accommodations to the composition of the new work force should be made.

Of course, employers seldom act purely out of altruism, nor should they. American employers are becoming more sensitive to the needs of their employees, yet most major personnel policy changes that are made are motivated by a specific business need, rather than purely by a general concern for the personal lives and family obligations of workers. Beneficially, workplace changes that help workers meet family obligations are also, in most instances, useful to the employer. An employer may respond to difficulties in recruiting and retaining employees, deteriorating labor-management relations, inefficient use of company facilities, or commuting bottlenecks by initiating new policies and procedures to address those problems. Very often the new policies will also be beneficial to employees and their families.

Indeed, in the final analysis, the changes that result can have a positive impact on the lives of employees and their families, the morale of the work force, and the productivity of the business. Obviously, some employers will be better able and better suited to make such changes than others. However, all employers, large and small, public and private, must come to realize that the major changes in the composition of the work force are here to stay and that finding and keeping good employees will depend on their willingness to accommodate the needs of today's employee.

CHAPTER TWO

FAMILY-ORIENTED PERSONNEL POLICIES

One primary way for employers to meet the needs of the new workforce is to replace "traditional" personnel policies with ones that are more "family-oriented"--that is, policies that take into account the family obligations of workers and attempt to accommodate them. Family-oriented personnel policies include alternative work schedules (flexitime, compressed work weeks, seasonal schedules, part-time employment, and job sharing), dependent care options, and family-supportive leave policies (maternity, paternity, and adoption leave, and parenting leave).

ALTERNATIVE WORK SCHEDULES

Non-traditional work schedules have become the most popular means of accommodating employees with family responsibilities.¹ Such schedules can be used to facilitate easier commuting, a three-day weekend, the time to pursue or continue an education, start a new business, make the transition into retirement, or create more leisure time; however, dependent care considerations are a major reason for flexible work schedules.

Flexitime

Flexitime allows each employee to select his or her own work hours, provided the employee works a specified number of hours each day and is present during "core hours" set by the employer. Within the constraints set by management, flexitime shifts control over working time to the worker and away from management.

According to the BNA (Bureau of National Affairs, Inc.) Special Report, Employers and Child Care: Development of a New Employee Benefit:

"Use of flexitime (sic) is growing rapidly. According to a 1978 study by S. Nollen and V. Martin, 12.8 percent of all nongovernmental organizations employing 50 or more workers in 1977 made flexitime available to at least some employees. However, BNA's Personnel Policies Forum Survey 138, published in July 1984, shows that 32 percent of 195 employers surveyed have established flexible hours in the last five years." 2

Moreover, personnel executives expect the trend toward flexible hours to continue. According to a study for the General Mills Corporation released in 1981, two-thirds of

employee benefits officers surveyed expected their firms to adopt more flexible work schedules by 1985. 3

Data on the effects of flexitime on employees was gathered by the U.S. Office of Personnel Management and presented in a report in 1981:

"OPM surveyed 325,000 federal employees enrolled in one of the 1,554 alternative work schedule experiments conducted in 20 different federal agencies under a three-year pilot test of flexible and variable arrangements. The interim report on the program found that the ability to set their own schedules was considered "very to somewhat important" by 93 percent of all employees surveyed, and by an even higher percentage of single parents. . . . OPM noted that the freedom to set work schedules enabled employees to spend less money for baby-sitting services, more time on household chores, more time with their families, and more time participating in children's school activities. Some 63 percent of employees on flexible schedules 'feel this schedule is most compatible with quality care for children and other dependents,' OPM found, noting that the data 'strongly suggested that AWS (alternative work schedule) allows employees workable alternatives to enhance the quality of family relationships and child care.'" 4

Employers also gain from flexitime. Stanley Nollen reported in a 1980 across the board article that:

"The median proportion of companies using flexitime that subjectively reported increased productivity was 48 percent, and the median proportion of employees who claimed their productivity had improved after flexitime was 45 percent. The median size of the productivity gains according to actual measurements of output per worker was 12 percent with most gains running from 5 to 15 percent. . . . How does it happen--these productivity gains? Here are some ideas. First, flexitime is likely to increase individual labor productivity. It does so by increasing the effective quantity of labor input. Reduced absenteeism and legitimate use of sick leave have been documented in a strong majority of user firms, and tardiness is virtually eliminated. . . . More than that, labor costs are often reduced because overtime pay is reduced, according to a majority of users. . . . Meetings and telephone calls go in the core hours, leaving the quiet times at both ends of the day for the work that needs concentration. . . . Labor productivity means work quality as well as work quantity. Because workers like flexitime, an employer may have easier recruiting among better job applicants who do better work. . . . Lower turnover means you keep these good

workers." 5

Compressed Work Week

A variation on flexitime, compressed work weeks allow the employee to work the regular number of hours weekly, but over a three-day or four-day period rather than on five separate days. The most common form of compressed work week is four ten-hour days. U.S. Department of Labor estimates in 1980 showed that less than 3 percent of the labor force had compressed work week as an option. 6

Seasonal Hours

Seasonal scheduling is also considered a version of flexible working hours. Seasonal work schedules may provide long weekends during summer months (most likely a seasonal version of the compressed work week), earlier starting times in the summer, or a part-time arrangement where the employee may take an extended period off during the summer months. Seasonal scheduling appears to be most popular as an option for employees who have school-age children who are off for several months during the summer.

Part-time Employment

According to the U.S. Bureau of Labor Statistics, approximately one out of seven persons with a job is a part-time worker by choice. Close to 3/4 of all voluntary part-time workers are women. 7 While the majority of part-time jobs are still found in retail trade and various service industries, there is renewed interest in part-time work for professional and managerial workers.

Most employers use part-time employees to a small extent. Most frequently they work in routine jobs that are difficult to fill on a full-time basis, and provide supplemental staffing for peak business hours. Part-time workers may work on a temporary basis or in "permanent part-time" positions. Most temporary part-time workers do not receive any benefits; permanent part-time workers frequently are eligible for benefits pro-rated to the number of hours they work.

Helen Axel notes in Corporations and Families: Changing Policies and Perspectives, that those firms that employ professionals and managers as part-time workers do so almost exclusively in situations where the employee had previously worked full-time, such as women returning to work after maternity leave and individuals attending graduate school. They tend to be viewed by employers as temporary situations in which schedules are modified in order to retain capable employees. Although many employers appear to be allowing employees to negotiate these arrangements, they are usually

reviewed on a case-by-case basis, and for that reason, do not represent a large segment of the work force. 8

Part-time employment is of significant value to working parents who wish to meet family responsibilities while still pursuing a career. In most cases, a working parent may work part-time for several years while his or her child is an infant and then take on full-time hours when the child enters nursery school. It is essential, therefore, for employers, supervisors, and colleagues to understand that the person's interest in career advancement is not diminished by working part-time. Part-time employment has the unfortunate image of being non-career, "pin money" employment. The designation of permanent part-time employment as distinctly different from temporary part-time work must be made clear to all employers.

Job Sharing

Job sharing is a unique concept designed to enhance part-time employment opportunities. Jobs that ordinarily require a full-time commitment are divided so that two persons can share the same work responsibilities. Either each person takes responsibility for the full position half of the time, which is collaborative job sharing, or the tasks are divided along functional lines with each of the two workers doing his or her own special functions, often referred to as job splitting. The position is covered full-time (e.g., one person works mornings and the other afternoons, or one works Monday through Wednesday noon and the other Wednesday noon through Friday, or some other similar arrangement).

Collaborative job sharing requires workers who are compatible and dedicated since they will have to work closely to maintain continuity. Although it is not likely to be an option with broad application, it nonetheless works well in instances where the workers and their supervisor are committed to making it work. The initiative to share jobs often comes from a pair of current employees who propose to work as a team because both want to work part-time. Personnel executives say that, in these instances, personality differences are less likely to cause problems because the individuals involved know each other and have a vested interest in making the experiment a success. 9

Most firms that have experience with job sharing are enthusiastic about the results. Job sharers tend to be unusually dedicated workers who often put more effort into their jobs than they are paid for. Acquiring two sets of skills for one job is a real plus, too. Employers also say that this work practice is an effective way to prepare employees for retirement and, in the process, transfer job skills to younger persons. 10

DEPENDENT CARE

Dependent care (that is, care for a child or a dependent adult) is a fact of life for millions of American families. Given the limitations of income, availability, and location, working parents cope with the uneven quality of care and environments as best they can.

"Each morning, all over the United States, mothers and fathers wake up hoping their makeshift arrangements for child care will work. They pray that their child will stay well so he or she can go to school. They pray the babysitter will not catch the flu so that she can come to their home or receive their child in hers. They curse the snow . . . because that means school might be closed. They hope the recreation program will be adequately supervised to protect their child after school . . . Their child care arrangements are a combination of chance taking and breath holding. It takes its toll on the parent and the child."¹¹

Many employers are considering providing some form of dependent care assistance, but few, to date, have done so. While estimates are that the number of employers assisting employees with child care has doubled since 1982, no more than 1,500 out of the six million employers in the United States were providing child care assistance to employees in 1984.¹²

A wide variety of options are available to employers in providing child care. These options include information and referral services to assist employees in locating dependent care resources, vouchers providing a day care allowance or subsidy to assist in covering day care expenses, parenting or sick child leave to care for children when they are ill, consortiums of employers in a locality which develop and support child care centers or other arrangements which are then made available to employees, employer-sponsored parenting seminars, telephone access so that parents can talk to their children if the children have to be home alone before or after school, and on-site child care which is provided by the employer at or in close proximity to the employee's workplace.

The only controlled experimental study of the effects of employer-sponsored care was mentioned in a 1984 report by the Select Committee on Children, Youth and Families of the U.S. House of Representatives. The study compared 29 companies which offered on- and off-site care, and information and referral services, to ten employers who provided no child care services of any kind. Clear benefits of off- and on-site services were found: improvement in acceptance and continuation of employment, improved morale, and reduced

turnover. In fact, in 53 percent of the companies offering child care services, the turnover rate was reduced to zero.
13

There is a great variety of need with respect to dependent care. At various times parents may require infant care, preschool care, care of school-aged children (including both before and after school programs), or care for children with special needs, including children who are temporarily sick or who are chronically ill or disabled. Also, there are the care needs of dependent adults--either adult dependent children or parents who have become dependent in their later years. Each of these dependent care needs may require a different type of care arrangement. Indeed, one study has shown that working parents require an average of four different child care arrangements simultaneously because no single arrangement is reliable enough.

Families and Child Care: Improving the Options (A Report by the Select Committee on Children, Youth, and Families) states that parents identify availability, affordability, and lack of information as their major problems. 14 With respect to cost, a Carnegie Corporation study notes that day care expenses average ten percent of gross income for the working family, making them the fourth largest expenditure after housing, food and taxes. Low-income families may pay as much as a third of their gross income for child care.

Parents who need to place their children in out-of-home care are unanimous in their desire to find safe, nurturing and developmentally appropriate care for their children. Currently, child care may be provided in schools, nurseries or centers, in family day care homes, or in-home by a relative or non-relative. The care may be available full or part-day with or without some or many other children; it may include a structured educational component, or some educational emphasis, or be primarily custodial. Any of the out-of-home arrangements may be licensed or unlicensed, registered or unregistered, depending on the state.

Care for the dependent elderly also comes in many different forms. Some families can find and afford in-home care for elderly members; others find family care in someone else's home. For the elderly who stay in their own homes, there are a variety of homemaker or health-aide services. Some areas have adult foster care or adult day care centers, although the number and accessibility of such are still very limited. 15

While it appears that a variety of options exist to meet dependent care needs, statistics show that dependent care is not available to anywhere near the extent it is needed. At a time when approximately 22 million children under the age of

13 have working mothers, there are child care spaces for only 6 million children. A large number (one expert estimates nearly 7 million) of the nation's children are "latchkey children" who care for themselves during a substantial part of their day. School administrators cite disturbing behavioral problems arising from a noticable degree of anger and hostility among children who are the products of latchkey and unsatisfactory day care arrangements. At the same time, the number of elderly persons is growing significantly. By 1990, the number of Americans over 80 will increase by 45 percent to 7.5 million. This population shift means that the support and care of older Americans will be a major responsibility for their working children. 16

LEAVE POLICIES

Leave policies go hand-in-hand with the other types of family-oriented personnel policies. Maternity, paternity and adoption leave and parenting leave can work in conjunction with other employer-sponsored options such as alternative work schedules or dependent care services, or they can function separately.

The United States is one of the few industrial nations without a national parental leave policy. Research by Dr. Sheila Kammerman, Associate Professor of Social Policy and Social Planning at Columbia University, indicates that unlike seventy-five other countries, including all other advanced industrialized societies--the U.S. has no statutory provision that guarantees a woman the right to leave from employment for a specified period, protects her job while she is on leave, and provides a cash benefit equal to all or the significant portion of her wage while she is not working because of pregnancy and childbirth. While none of these countries are thinking in terms of paid childcare leaves beyond a year, the average paid leave is between four and five months--the longest being nine months and the shortest being three months. In contrast, only about 40 percent of working women in the U.S. are covered, even for a more limited period of time, under private disability insurance. Even for the 40 percent covered by private disability plans, the provisions are not adequate: The disability payment is not offered for a sufficient length of time and/or for a sufficient percentage of the salary. In most areas of the country, there are very few adequate alternatives to private child care for an infant under six months. While it is not yet possible to accurately state the average period of coverage under disability payments for pregnancy, eight weeks is not uncommon for large corporations, and many policies are less generous. 17

There are three possible components in the standard maternity benefits package. Probably the most frequently offered component is some sort of group health insurance

policy which covers a portion of pregnancy-related medical expenses. Some employers also offer temporary disability coverage, a paid leave of absence that will partially or completely cover the employee's salary in her absence. This paid leave is limited in duration, but an extended unpaid leave can often be arranged with a guarantee of re-employment at the same or a comparable job when the employee returns. The third component is the continuation of employee benefits during the leave of absence. Not all maternity benefits packages include all three components. Among currently offered maternity benefits plans, the most satisfactory one will offer all three components. The usual paid disability leave offered is between six and eight weeks long. The unpaid leave of absence will range between six months and a year. The employee's job or a comparable position is guaranteed through the unpaid leave period. In contrast, paternity benefits are almost always limited to unpaid leaves of absence with a guarantee of a comparable job upon re-employment. 18

The problem of insufficient maternity leave coverage appears to suggest that the mistake may be in narrowly defining the issue as pregnancy and childbirth rather than the larger issue of child care. Given a normal delivery, most women are not physically disabled after eight weeks. And yet the needs of the baby and a lack of alternatives to private, in-home child care often dictate that someone remain at home for a period of three to twelve months. Paid parental leaves are one solution to the obvious need for infant care. 19 Parental leave (that is, leave taken at the time of the birth or adoption of a child, which is available to men as well women) can further solve the problem of how to provide leave to fathers of newborns who wish to be involved in parenting. Until recently only women have had the opportunity to stay home with the newborn child. Today, although still rarely done, some U.S. firms are considering the option of paternity leave or the broader concept of parental leave.

Adoption leave is an even newer concept than paternity leave. First coming to the fore in the early 1980's, the concept behind adoption leave asserts that there are no differences between the duties of natural and adoptive parents and that the parents of a newly-adopted child have a right to time off to establish a bond with that child. Of the few firms that offer adoption leave, most offer time off without pay, while a few allow the use of personal or annual leave for such purposes.

Parenting leave (which is leave taken to meet parenting responsibilities later in the child's life, such as children's illnesses or doctor's appointments, appointments with the child's teacher, etc.) is another new concept that is just recently getting attention. Most employees, at present, take

annual and personal leave to meet these needs, or use sick leave by saying that they are sick when the illness is really their children's. Because of the great diversity in personal, annual and sick leave policies in companies across the country, however, it is difficult to generalize about the use of leave to meet parenting responsibilities. It appears that annual leave may be taken in half- and full-day increments to meet these needs by some employees. Also personal leave days are often used for such purposes. With respect to the use of sick leave, the Conference Board found in its survey of corporations that:

"Although many human resource representatives recognize that their employees may occasionally have to be absent because of an illness affecting a child or other family member, very few firms appear to address this issue as a specific problem. Vacation time or personal holidays, some suggest, are an adequate cushion for such emergencies. Others, however, acknowledge that workers are sometimes using their own sick leave when there is an illness in the family. And, although they are disturbed by this deceptive practice, they appear either uncertain about ways to handle such situations or unwilling to take preventive measures. One of the small number of firms to make provision for caring for sick dependents is Atlantic Richfield Company. The employee handbook specifies that up to six days of paid absence per year can be taken for emergency care of members of the immediate family, who are ill or disabled. 19

CHAPTER THREE

STATE PERSONNEL POLICIES

The State of Maryland has taken some positive steps in developing family-oriented personnel policies in the past decade. In 1975, Article 64A, Section 51, a permanent part-time employment law, was enacted. It states that it is the policy of the State that:

" . . . unless adjudged by the Secretary of Personnel to be in conflict with efficient performance by the State personnel force, up to five percent of the positions at each and all levels in all executive agencies shall be available on a part-time employment basis for persons who cannot work or do not desire to work full-time. (Further the law states that) . . . the Secretary of Personnel or his (sic) designee shall:

- (1) Conduct research and experimental projects and any other activities designed to promote, in public employment, the advancement of opportunities for persons who are unable or who do not desire to work full-time;
- (2) Promote and supervise programs for part-time employment in executive agencies;
- (3) Encourage adoptions of part-time employment practices by all public employers." 20

The law also defines part-time employment and the method for pro-rating benefits.

As of June 30, 1985, only 1,652 of 60,083 State employees--that is 2.7%--worked in permanent part-time positions. The primary reasons given for non-compliance with the stated goal of 5%, as reported in a 1979 report by Peg Slafkovsky, entitled Report on Implementation of Permanent Part-time Employment in Maryland State Government, were as follows:

- * Small staffs
- * Nature of work requires full-time positions
- * Lack of candidates
- * Extensive training required
- * Low turnover rate in agency
- * Scheduling restrictions 21

A further examination of the State's part-time employment statistics indicate that, although the law provides for up to 5 percent at each and every level, as of

June 30, 1985, Grades 1 and 2 (which correspond to Grades 3 and 4 from the "old" system, which is the system that was used in the analysis of the questionnaire results) had 12.0% and 8.0% respectively, while the average for Grades 16 and above (that is, Grades 18 and above in the "old" system) was a mere 0.8%.

In 1977, the Maryland General Assembly passed a House Joint Resolution which called upon the Secretary of the Department of Personnel to conduct a pilot study to determine the feasibility of implementing a flexitime program for State employees. The Department of Personnel in its Annual Reports for FY 1978 and FY 1979 reported that ". . . Preliminary results (from the pilot project) indicate improved productivity and increased morale among State workers." 22 There is no evidence, however, from more recent Department of Personnel Annual Reports that the pilot project was continued permanently or expanded.

In 1984, the Maryland Commission for Women surveyed the Secretaries of the various Maryland State Departments as to their respective departmental policies which affect working parents. (See Appendix A for a chart of responses.) With respect to flexitime, it appears that a majority of State departments allow "informal" flexitime arrangements, often at the discretion of the unit supervisor. The degree of flexibility varies considerably from department to department. One department, the Department of Economic and Community Development, has a well-established flexitime program. (The description of this program is also in Appendix A.) Begun in 1976, the program, according to the Department's Deputy Secretary Hans F. Mayer in 1984, "has proven extremely successful." 23

Leave available to State employees which might be used for parenting purposes is annual leave, personal leave, or compensatory leave. Paid annual leave (earned at a rate of 10 days per year for 1 to 5 years of service, 15 days for 6 to 10 years, 20 days for 11 to 20 years, and 25 days for over 20 years) may be charged in units of one or more hours. Unused leave may be accumulated for use in succeeding years to a maximum of 35 days. Each employee receives three personal leave days per year which must be used within the calendar year or be forfeited. Compensatory leave is time off from the job equal to overtime hours worked. It is available to executive, administrative and professional personnel only.

Paid sick leave is earned by all full-time employees at a rate of 15 days per year. An employee may accumulate an unlimited amount of sick leave, but it can only be used in the case of sickness or disability of the employee or a death in the employee's family. It is this leave that is available to female State employees for maternity leave during the time

the pregnancy is considered a temporary disability. The time off while under a physician's care can be charged to sick leave (as long as accrued sick leave is available). When sick leave runs out or the doctor certifies that the woman can return to work, any additional leave then taken must be accumulated annual, personal or compensatory leave, or leave without pay.

Presumably, male State employees can use accumulated annual, personal or compensatory leave and leave without pay to stay home with a newborn infant, although there is no official designation of paternity leave by the State.

Maryland is among the leaders of the nation in the provision of adoption leave. In 1984, a law went into effect for State employees which provides for the use of sick leave at the time of the adoption of a child. Specifically, the person who is primarily responsible for furnishing the care and nurture of the child may use up to 30 days of earned sick leave for the care of the child during the period immediately following the adoption.

With respect to leave available for the illness of a child or other dependent, Maryland made an important step forward during the 1986 General Assembly Session. The State Legislature passed a bill initiated by the Department of Personnel, which includes provisions allowing for the use of the employee's three personal leave days and two annual leave days without prior approval. Thus, those five days can be used to handle emergency situations, such as a sick dependent or when schools open late or are closed due to unforeseen circumstances upon notification of the employee's supervisor.

CHAPTER FOUR

INITIATIVES BY OTHER GOVERNMENTS

Although Maryland has been somewhat innovative in implementing family-oriented personnel policies, other states and local governments have also been active in this area.

New York State appears to be leading the nation in addressing the need for more flexible work scheduling. The state's three major initiatives are: flexible schedules, voluntary furloughs, and work site day care. As reported in the Bureau of National Affairs publication, Government Employee Relations Report, New York has had considerable success with these programs:

"Sparked by the results of a 1983 survey of state worker attitudes toward part-time employment, the state launched a major effort that same year to support and expand part-time and shared job options throughout government. With a \$400,000 grant from the OER (Office of Employee Relations) . . . the state established in the civil service department a special nine-member unit solely devoted to expanding part-time options in state government.

The part-time/shared job project has increased the number of part-time and shared jobs in state government 16 percent from 1983 to 1984, and to date it has achieved the following goals:

- * Through policy reviews, meetings, seminars and a dozen publications, the project has raised the awareness of personnel administrators, line managers, and employees to the possibilities, challenges, and benefits of part-time and shared job employment.
- * The project has clarified existing civil service policies and procedures as they apply to part-time and shared jobs and thus removed what many perceived to be formidable, 'artificial' barriers to fuller utilization of part-time options.
- * The project has developed a central registry of workers interested in part-time employment and made it available to all state agencies and departments. . . .

In April 1984 . . . New York . . . extend(ed) to its 64,000 professional and managerial employees the

chance to trade a percentage of their income for an equivalent amount of time off. . . . New York is the first organization in the country to implement such a program on a massive scale . . . Furloughed workers can reduce their schedules by 5 to 30 percent, in 5 percent increments and can distribute this 'banked' time in a variety of ways, such as on a fixed schedule like a shorter workweek or one day off every week, or such as all at one time like a month off in the summer or a week off around the holidays. . . . In the 14 months since the programs's inception, almost 1,000 persons in 97 agencies have participated in the furlough program. More than half the participants are women (58%) and a majority of men and women report using the time for home and family-related activities. . . .

New York is the only public employer in the country that has taken the initiative to provide day care for its employee's children at their parent's work site. . . . There are 23 work site day care centers enrolling 1,200 children across the state, and another 10 centers are under development at state university campuses and will be available to employees and students of the universities. All 23 of the centers are prepared to handle children from eight weeks to five years of age. Some also provide certified, year-round kindergarten programs as well as summer and after-school day care for six to nine year olds." 24

North Carolina is also in the forefront in this area. In 1981 the Work Options Program was enacted for state employees. The program uses alternative work schedules as a management tool to solve work force problems, including absenteeism, overtime, turnover, and tardiness. Flexitime, part-time employment, job sharing and compressed work week are all options encouraged by the program. The program is administered by the Office of State Personnel with an appointed Work Options Coordinator within each State department and university system. Also in North Carolina state government, parental leave is given to parents of both newborns and adopted children under five years of age. Unused sick leave is also available for use by State employees for the care of sick relatives. North Carolina recently completed a survey of child care needs and published a report entitled "Day Care Needs of State Employees in North Carolina." A legislative committee in that State is also studying flexible benefit options for possible implementation by State government.

Through a 1985 survey of all 50 states and some territories, the Council of State Governments learned about maternity and paternity leave for state employees. The survey's findings, published in a report entitled Parental Leave Benefits for State Government Employees: An Overview,

included these highlights:

- * In Connecticut an employee is allowed leave for maternity reasons for a period of six months using both sick and unpaid leave. Sick leave is generally used. For example, in 1979, female employees were away from work for four to six months at the time of birth. The father is permitted to use three days of accumulated sick leave as paternity leave.
- * In Florida state employees--both male and female--are granted up to four months leave for adoption.
- * In Kansas and Iowa employees may take up to 40 hours of sick leave for "family sick leave." In Kentucky a father may use sick leave when he "is required to care for a sick or injured member of his immediate family for a reasonable period of time." Paternity leave is available in Nebraska with no set time limit, however, it is contingent on the agency head's approval. In Tennessee, a father may use sick leave for the birth of his child.
- * Minnesota grants both maternity and paternity leave. Leave commences on the date the employee requests it and continues for up to six months. This leave may be extended for an additional six months by mutual agreement between employee and employer. Leave is unpaid except for use of approved sick leave. 25

Jurisdictions within and around Maryland also have enacted family-supportive policies. Prince William County in Virginia, Montgomery County in Maryland, and the Maryland National Capital Park and Planning Commission allow for the use of sick leave for the care of a sick family member. In addition, the Maryland National Capital Park and Planning Commission defines post-natal care to include "care of the newborn" for the purpose of sick leave use, and Montgomery County government has a plan similar to deferred compensation to offset dependent care costs. Although still in the recommendation stage, the Chancellor's Commission on Women's Affairs of the University of Maryland has presented a number of proposed family-supportive personnel policy changes for consideration by the University administration. Among the recommendations, which were presented to the Chancellor in March 1985 and subsequently endorsed by the Campus Senate, was a policy change that would permit employees to use up to seven days of sick leave for family care within a twelve month period. The Commission also recommended that up to ten days of earned sick leave be available to a male employee who is not the primary care giver immediately following the birth of a child. If the male is the primary care giver, the Commission recommended that he be permitted to use up to 30 days of earned sick leave following the birth of the child. 26

The Federal government is also addressing this issue via legislation. The Parental and Medical Leave Act of 1986 has been introduced in Congress to provide reasonable periods of time during which employees could take leaves for medical reasons, early child-rearing, and to care for seriously-ill children without the risk of termination or retaliation by the employer. The bill provides (1) six months job-protected disability leave for all employees who have short-term medical conditions; and (2) four months job-protected parental leave for all employees upon the birth, adoption, or serious illness of a child. All employees in interstate commerce, industry, the government of a state and the government of the U.S. would be covered by this Act. Hearings are expected on H.R. 4300 in April 1986.

These examples demonstrates that there are a number of innovative and practical ways that governments can meet the needs of their employees who are working parents or who have dependent relatives to care for at home. Without straining tight budgets or creating managerial nightmares, governments can accomodate the needs of their employees while at the same time improving productivity and morale.

CHAPTER FIVE

THE QUESTIONNAIRE: ANALYSIS OF RESPONSES

THE QUESTIONNAIRE

In 1984, representatives of the Maryland Commission for Women's Family-Oriented Personnel Policies Task Force and the Maryland State Department of Personnel developed a questionnaire to gather information on the impact of State personnel policies on employees and their families. Both the Commission and the Department recognized that problems exist for employees who also have responsibilities for the care of children and dependent adults. The questionnaire solicited information to help the Commission and the Department determine which existing policies make it difficult--or easier--for employees to do their jobs while at the same time handling home responsibilities.

The questionnaire was divided into four parts: PART A Alternative Work Schedules; PART B Dependent Care; PART C Leave Policies; and PART D General Information.

PART A focused on the availability and use of flexitime and part-time employment options. PART B requested information on the number of children and dependent adults the employee may be responsible for and what type of dependent care arrangement(s) the employee may use. PART C focused on the use of maternity, paternity, and adoption leave and the use of sick leave for the illnesses or doctor's appointments of the employee's children and dependent adults. PART D requested general information such as sex, household status, grade, household income, employment status, and department and region of the state, for the purpose of analyzing the responses.

The questionnaire was announced by Governor Harry Hughes in November 1984 at the Seventh Annual Women in State Service Conference, sponsored by the Maryland State Department of Personnel. Governor Hughes noted that:

"The composition of the work force has changed over the past several decades. Twenty-five years ago, most workers did not have a major responsibility for the care of children or dependent adults. Most workers were husbands with wives at home who handled that responsibility. Today's worker is likely to be a single parent, a father who is more involved in parenting, or a member of a two-career household that shares family responsibilities equally with his or her spouse. As an employer, the State of Maryland recognizes that many of its employees are juggling both work and family responsibilities and we want to find out what can be done to make that situation easier to handle." 27

On March 6, 1985, the questionnaire was distributed with paychecks to approximately 55,000 State employees. Collection boxes were located in seven major State office buildings in Baltimore, Annapolis, and Glen Burnie. The questionnaire could also be returned via interoffice mail to the Maryland Commission for Women office.

ANALYSIS OF QUESTIONNAIRE RESPONSES

Department of Personnel staff from the Data Management Information Systems Division developed the programs for compiling the data from the questionnaires. An intern for the Maryland Commission for Women and other MCW staff entered data from 5,554 questionnaires as of April 2, 1986. A cursory review of the compilation of data after 2,500 and then after 3,500 questionnaires were entered into the computer revealed results consistent with those found with 5,554 questionnaires entered. Consequently, for the sake of getting the analysis of the data begun and presented in report form so that it can be used by policymakers and employees in the State, the Commission decided to work with the data presently available. (The magnitude of responses was not expected, and present staffing levels do not permit the analysis of all 14,000 questionnaires at this time.) Thus, this report and all data analysis, and comments presented herein rely on the 5,554 questionnaire responses that have been analyzed to date. In an effort to remain unbiased and to present the thoughts and ideas of the respondents, all written comments from the 5,554 questionnaires are included in this report. Approximately 50-60 questionnaires had written comments.

THE RESPONDENTS

As of June 30, 1985, there were 55,316 Maryland State employees of which 47% (25,974) were male and 53% (29,342) were female. The sex and grade profile of the respondents is as follows:

By Sex:	Total Male Respondents	1,694	30.5%
	Total Female Respondents	3,860	69.4%
By Grade and Sex:			
Grades 3 - 8	Male Respondents	217	3.9%
	Female Respondents	1,732	31.1%
Grades 9 -14	Male Respondents	792	14.2%
	Female Respondents	1,653	29.7%
Grades 15-23	Male Respondents	669	12.0%
	Female Respondents	456	8.2%
Other	Male Respondents	16	.2%
	Female Respondents	19	.3%

Every major State department and agency was represented among the respondents:

DEPARTMENT	TOTAL BY SEX				TOTAL
		MALE		FEMALE	
Agriculture	28	49.1%	29	50.8%	57
Budget and Fiscal Pl.	7	29.1%	17	70.8%	24
Econ. and Comm. Devel.	14	22.9%	47	77.0%	61
Education	89	22.2%	311	77.7%	400
Employ. and Training	71	29.9%	166	70.0%	237
Executive	12	26.0%	34	73.9%	46
General Services	9	31.0%	20	68.9%	29
Health and Mental Hyg.	294	22.8%	992	77.1%	1286
Human Resources	126	14.2%	758	85.7%	884
Licensing and Reg.	97	59.1%	67	40.8%	164
Natural Resources	70	45.4%	84	54.5%	154
Personnel	12	19.0%	51	80.9%	63
Public Saf. and Corr.	120	33.5%	238	66.4%	358
State Planning	3	21.4%	11	78.5%	14
Transportation	499	61.0%	319	38.9%	818
Other	227	24.8%	687	75.1%	914
					5,509

The current annual household income of the respondents was distributed as follows:

<u>Income Level</u>	<u>Respondents</u>
Less than \$10,000	47
\$10,001 - \$15,000	403
\$15,001 - \$20,000	389
\$20,001 - \$25,000	447
\$25,001 - \$30,000	623
Over \$30,000	852

The distribution of respondents by region of the State in which their office were located:

<u>Region</u>	<u>Respondents</u>
Baltimore Metro area	1,486
Annapolis area	288
Western Maryland	255
Southern Maryland	164
Eastern Shore	405
Washington D.C. Metro area	206

THE RESULTS

If one assumes that responding to the questionnaire is motivated by self-interest, analysis of the composition of the respondent population by sex provides as insight: The ratio of male to female respondents was 30-70. While this is not an exact mirror of the male to female ratio of State

employees (which is 47-53), it is a confirmation of the Task Force's original premise that family responsibilities are no longer only the concern of the female employee.

Alternative Work Schedules

Flexitime

Of the 5,554 respondents whose questionnaires were analyzed, 1,419, or 25.5%, indicated that the office where they worked had a flexitime program. For those employees who had flexitime available in their offices, 50% used it at least some of the time, and 26% used it all the time.

Twenty-one percent of the employees in Grades 3-8 said that flexitime was available in their offices. In Grades 9-14, 25% of the employees said it was available. Thirty-five percent of the employees in Grades 15-23 indicated that a flexitime program existed in their offices.

Forty-two percent of the Grades 3-8 employees who had flexitime available in their offices used it at least some of the time, while 53% of both Grades 9-14 employees and Grades 15-23 employees did. The percentage that used it all of the time was consistent across the grades.

Reasons for using flexitime varied greatly. 1084 employees said they used flexitime at least some of the time. Of those, 30% used it to avoid rush hour traffic; 38% used it to accomodate dependent care needs; 12.5% used it so that they could be part of a carpool; and 42% used it for other reasons. (The percentages total more than 100% because respondents were asked to list all reasons that apply.)

When asked if they would use flexitime if it were available in their offices, 77.5% (3,205 out of 4,135) of respondents who did not presently have flexitime in their offices said they would.

Respondent's comments illustrated some of the advantages of having and using flexitime and some of the frustrations experienced when it is not available:

"...pressured to use it to cover attending evening meetings to avoid earning comp time. . . (yet) refused my request in summer to work 8 - 4 (instead of 8:30 - 4:30) because then 'everyone would want it'" (Female, Grade 15)

"It would be a most welcome alternative in the workplace." (Female, Grade 13)

"Employer positively will not let us work flex hours even though we are required, and have been required,

to work one hour overtime every day for one year and seven months." (Female, Grade 14)

"My husband and I drive together to work. His work day begins at 8:00 and ends at 4:00. Mine begins at 8:30 til 4:30, which means my husband waits 30 minutes every afternoon and I sit at work for 30 minutes every morning. If I were allowed flexitime, it would be much more practical for me." (Female, Grade 8)

"As the head of an independent state agency, I am at a quandary as to how this agency can have a flexitime program when, to the best of my knowledge, the state has no official flexitime policy." (Male)

"Although our office does not have a formal, written policy on flexitime, they do allow individuals in certain units to set their own hours. I work from 7:30 - 3:30 and this suits my schedule very much." (Female, Grade 8)

"Thank you for your interest and action . . . hope to see some results, especially with incorporating flexitime at our agency." (Female, Grade 15)

"I'm a morning person, have more energy in the morning so work an early schedule." (Female, Grade 16)

"Flexitime was implemented conditionally for some employees in this agency. The stipulation was that the worker would have to be available for 'crisis work'. This happened perhaps once/week and made flexitime difficult to use for the employee." (Male, Grade 13)

"Let me clarify our flexitime program. If a 'professional' needs to run a personal errand in the morning they call up and say they will be an hour later. But all 'support staff' has to be at work at the prescribed hour, or else take personal or annual leave." (Female, Grade 7)

"With enough worries in life, I don't have to worry about being late for work. I can take my time driving to work, be overly polite to other motorists who drive so fast and careless. Perhaps, these people do not have flexitime." (Female, Grade 10)

Part-time Employment

Thirty-six percent of respondents were aware of part-time opportunities in their respective agencies. However, only 7% had actually requested part-time employment, with

slightly over half (55%) of the requests actually approved. The highest approval rate among those requesting part-time employment occurred among employees in the highest grade levels. Of the 60 respondents in Grades 15-23 who requested part-time employment, 48 had it approved, an 80% approval rate. In contrast, only 61 of the 126 respondents in Grades 3-8 requesting part-time work had their requests approved, an approval rate of 48%. In Grades 9-14, 194 requests were made and 98, or 50.5%, were approved.

A number of different reasons were given when requests were denied, according to the respondents. The reason most often given for denying part-time was that no part-time positions were available. In several instances the respondents reported that they were told part-time is "not available at the agency." Workload and nature and volume of the work were mentioned several times, as was the fear that the agency would lose the position if it were made part-time. Another reason mentioned relatively frequently was that the agency could not find anyone to share the job. And, at least one respondent reported that the employee was informed that only professional--not clerical--employees were approved for part-time positions.

In responding to the question, "If you could work part-time, would you choose to do so?", of the 4,583 respondents who answered, 30% said "Yes." Of the 3,202 females who responded to the question 36%, or 1,151, said they would like to work part-time. Fifteen percent, 214 out of 1,167, of the male respondents indicated that they would work part-time if they could.

By grade, the questionnaire results show an interest in part-time employment at most all grade levels. Forty-one percent of the women interested in part-time employment were in Grades 3-8; 47% were in Grades 9-14; and 12% were in Grades 15-23. Only 14% of males in Grades 3-8 expressed an interest in part-time employment, while 46% of those in Grades 9-14 and 40% in Grades 15-23 reported that they would work part-time if they could.

Among female respondents who would work part-time if they could, the following reasons were given:

- 43% would do so because of family commitments
- 23% would use the time for educational purposes
- 14% would like more leisure time
- 10.0% would like to phase into retirement
- 6% would work part-time for health reasons
- 4% had "other" reasons

The reasons given by male respondents for wanting to work part-time were as follows:

26% would use the time for educational purposes
22% would work part-time because of family commitments
22% would like to phase into retirement
14% has "other" reasons
13% would like more leisure time
3% would work part-time for health reasons

From the list of "other" reasons, both male and female respondents expressed a need to work part-time for additional income, a desire to start a business, or an interest in trying another job or career. Some respondents also wanted more time for their volunteer and community activities.

Additional comments on the questionnaires serve to elaborate on two points: first, that approval is often given grudgingly when it is given; and second, some State employees have not even bothered to request part-time employment at all because they believe that the time spent would be futile or even detrimental to their careers.

"Though I am currently part-time and have been for a number of years, the general attitude at our agency toward part-time employment is very negative. Recent requests for part-time employment have been denied."
(Female, Grade 13)

"Several employees requested part-time for health . . . and several retirees requested it . . . all were refused."
(Female, Grade 11)

"I know of 2 people in the last year who have resigned because their requests to work half-time were denied."
(Female, Grade 16)

"Grudgingly approved and necessary to job share. After my baby they said I could not come back part-time by myself and I had to wait 8 months until another woman decided she wanted to work part-time too (after she had a baby also)."
(Female, Grade 19)

"Part-time work is only minimally available here; readily available part-time work would be the most positive change in the support of families."
(Female, Grade 16)

"Boss always reminds us how easy it is to terminate a part-time employee; veiled threat against asking for part-time work."
(Male, Grade 18)

"I have only tentatively inquired. It takes a lot of negotiating here. My sense is that you lose more than pay by doing it. So I hesitate (job security may be an issue)."
(Female, Grade 18)

"I haven't requested it, but I've been told it's not available (by my supervisor)." (Female, Grade 17)

"I think that this questionnaire should be given to all employees who have left the State employment rolls within the last few years. I imagine that the care of dependents has been a significant enough problem to cause people to leave. If this questionnaire is only given to present employees the data received will be biased because it will only reflect the opinions and problems of people who have found other ways to cope. The people who had no choice but to quit working because no child care and part-time employment was available, will not be represented. This is not a problem for me at this time, but I expect it to become one within the next few years. If day care and part-time employment is available, I would be able to restructure some of my career objectives and continue working for the State." (Female)

"I would like to encourage more part-time positions be made available. I worked 60 percent time for two years, however, during this time I wasn't approved for a pay raise or upgrade even though my caseload was equal to that of full-time staff. Part-time people should not be penalized for working part-time." (Female, Grade 15)

Dependent Care

Fifty-eight percent of questionnaire respondents had children under the age of 14 or dependent adults living with them. Of the 3,206 in that situation, 500 (16%) had children under 2 years of age; 796 (25%) had children 2 to 5 years old; 1381 (43%) had children 6 to 14 years old; and 529 (16%) had dependent adults.

The child care arrangements used were as follows:

<u>TYPE OF CARE</u>	<u>NUMBER OF RESPONDENTS USING TYPE OF CARE</u>	<u>PERCENTAGE OF RESPONDENTS USING TYPE OF CARE</u>
Family member cares for child in respondent's home	458	19.3%
Child cares for self	375	15.8%
Sitter in respondent's home	141	5.9%
Relative cares for child outside of home	348	14.7%
Day care center or program	293	12.6%
Family day care arrangement	351	14.8%
Preschool or nursery school	154	6.5%
Before or after school care	184	7.8%
Other	62	2.6%

The results show that the most frequently used arrangements for child care were: (1) family member care for child in respondent's home; (2) child cares for self; (3) family day care; (4) relative cares for child outside of home; and (5) day care center. These five options constitute nearly 77% of the child care arrangements used, with a relatively even distribution among the five options.

Among the 1,624 women respondents, child cares for self, relative cares for child outside the home, and family day care were the three options used most often. The 747 male respondents reported family member cares for child in respondent's home was by far the most frequently used alternative, followed by using a day care center or family day care.

In all three grade categories (Grades 3-8, Grades 9-14, and Grades 15-23) male respondents used family member cares for child in respondent's home at least two to one over any other option. In Grades 3-8 and Grades 9-14, the second most frequently-used option for the male respondents was relative cares for child outside of home. In Grades 15-23, a day care center was the second most frequently-used option by male respondents. For women in Grades 3-8, relative cares for child outside the home was the first option, while child cares for self was used almost as often. Women in Grades 9-14 used family day care equally as often as child cares for self. In Grades 15-23, women used day care centers with the same frequency as they used child cares for self.

The average cost per month appears to be approximately \$200, although variations range from \$0 to \$500 per month. (The higher costs appear to be incurred most often by employees with two children under the age of five.)

The single greatest problem encountered by respondents in arranging child care is the high cost of good quality child care. Other problems of major concern to respondents, listed in descending order, are: (1) arranging care for a sick or chronically ill child; (2) arranging child care during the summer months (3) arranging child care on school holidays and snow days; (4) problems caused by an inflexible work schedule; and (5) arranging for care for school age children before and after school.

There was little variation due to the sex of the respondent as to which of these problems was most acute. However, across grade a few differences emerged. For males Grade 3-8, the second greatest problem after cost was limited or unavailable care at night or on weekends. For females in Grades 15-23, trouble in arranging child care on school holidays and snow days beat out cost as the greatest problem encountered.

Among the 529 respondents with dependent adults living with them, the most frequently used adult dependent care arrangements were: (1) dependent cares for self; and (2) family member cares for dependent in respondent's home. These two options were used by over 70% of the respondents, with dependent cares for self used by approximately 50% of all those who responded. Across sex and grade, there was little variation in the type of care options used.

Employees who have dependent adults living with them responded to a lesser degree to the question about what problems they encountered in providing care than did the respondents with children. 78% of the respondents with children answered the question concerning their greatest problems in arranging for care. Only 24% of the respondents with dependent adults did so. Perhaps this means that the dependent adult takes some degree of responsibility for his or her care so that the employee feels less burdened, or that better care options are available for dependent adults. For those respondents who did have problems arranging for adult dependent care, the greatest problems reported were: the high cost of good quality dependent care; arranging for a sick or chronically ill dependent; problems caused by an inflexible work schedule; and limited or no available care when the job requires overtime or travel. There was no variation among the problems encountered due to the sex or grade of the respondents.

Comments from respondents regarding child and adult dependent care illustrate the frustration felt by employees who try to handle family responsibilities while working a full-time job.

"Earlier on, my son who is now 14 was an allergic child and was sick often, so I needed to take time off. Then I did work part-time because I would have missed a lot of work. I then had a relatively quiet 7 years, but during the last two years . . . my son broke his leg . . . (then) had a serious injury to his head which put him in a coma. After he recovered, my husband was hospitalized twice. I used up all my comp and annual time plus some sick time. I think I got sick just from the exhaustion and tension of the situation. . . . My boss was very understanding and I know I worked three times as hard for her because of the leeway she gave me. . . . I personally know of other women in situations similar to mine. At least for this generation, the women have most of the responsibility for child rearing and they are going to have to make decisions about taking care of sick children and spouses which will conflict with their work. Your efforts . . . to find solutions for these problems are greatly appreciated."
(Female)

"Can the state subsidize child care costs to working parents?" (Female, Grade 13)

"I feel that it would be an extremely good idea if children could be closer to where the parent/parents are employed, if not in the same building (a child care program in the same place). Anne Arundel Community College has such a program whereby students attending school take their children to a day care center right on school grounds. This program fosters a feeling of being at ease for the parents, and needless to say, the children feel comfortable knowing their parents are not very far away." (Female)

"Husband is not a dependent adult at this time but could be at any time due to diagnosis of cancer. Being able to accompany him to appointments would be a great morale booster, but I cannot jeopardize my employment or hospitalization benefits." (Female, Grade 8)

During the past two years it has been necessary for me to use annual leave in order to transport an elderly parent to obtain specialized health care. Hospitalization and eventual placement in a nursing home made necessary frequent visits, on-site inspection of homes, moving, and selling the home of the parent mandatory. . . . Information about quality of nursing homes, staffing and facilities was difficult to obtain. . . . Special medical needs made transportation difficult to arrange, as well as expensive, and there seems to be no alternative but to provide such transportation myself. Unfortunately, this was very disruptive to trying to schedule my workload at the office. . . . Alternatives, if they can be included in personnel regulations, are definitely needed. The burdens of providing care are 'weighty' enough without excessive restriction in personnel rules." (Female, Grade 17)

"I think the State should offer day care services to the mothers/fathers of preschool age children. The State offers many services (which are needed) for people all over the state, and I think it would be a good idea for them to do a service for themselves and employees by offering day care." (Female, Grade 7)

Leave Policies

Approximately 16.5% of both male and females respondents reported using some form of leave for maternity/paternity or adoption within the past five years. Among the female respondents who used maternity leave, the average total leave used and the average sick leave used by grade category was as

follows:

FEMALE RESPONDENTS

	Grades		
	3-8	9-14	15-23
Average sick leave used (in days)	36.0	25.0	37.5
Average total leave used (in days)	55.0	42.4	68.5

For the male respondents who used leave at the time of the birth of a child during the previous five year period, the following average amounts of leave were used:

MALE RESPONDENTS

	Grades		
	3-8	9-14	15-23
Average total leave used (in days)	8.0	5.5	6.0

In the case of male respondents, the vast majority used earned annual, personal, or compensatory leave for paternity leave purposes. Very few used sick leave or leave without pay.

Of the 904 respondents who used leave at the time of the birth or adoption of children in the previous five year period, only ten used leave at the time of the adoption of a child. Of those ten, six used earned leave only, using an average of 16.0 days. One used 15 days of earned leave and 15 days of leave without pay. The remaining three presumably adopted their children after July 1, 1984, when the adoption leave law went into effect. They used an average of 19.5 sick leave days at the time of the adoption of their children.

Of the 4,861 employees responding to an item regarding leave for family responsibilities, approximately 50% reported that they find it necessary to use leave at some time during the year for the illness of a child or dependent adult. Fifty-six percent of these persons estimate using from 1 to 3 days of leave annually for this purpose; 30% use 4 to 6 days; 11% use 7 to 10 days; and only 3% used 11 or more days annually.

An examination of the same statistics by sex reveals that 43% of the 1,512 male respondents to this question use leave at some time during the year for the illness of a child or dependent adult; 53% of the 3,349 female respondents do. Two-thirds (66%) of the males are likely to use 1 to 3 days per year, while one-half (52%) of the females use 1 to 3 days. The women respondents used a few more days per year, with 44% using between 4 and 10 days, compared to 32% of men using that number of days. Only 1% of the men and 4% of the women use 11 or more days annually for such purposes.

Across grades, the statistics are relatively consistent. In Grades 3-8, 37% of the men and 54% of the women who responded use leave because of a sick child or dependent adult at least one day per year. Forty-four percent of males and 58% of females in Grades 9-14 estimate being absent from work at least once annually due to dependents' illnesses. In Grades 15-23, 48% of the male respondents and 52% of the female respondents estimated that they used some leave each year for the illnesses of their dependents.

Seventy-one percent of the respondents said that an employee should be able to use sick leave for illnesses or doctors' appointments of the employee's children or dependent adults as long as the employee follows the same procedures set up to regulate sick leave use by the employee (e.g. the need for a doctor's note, etc.). Of those who said sick leave should be available for childrens' and dependent adults' illnesses, 66% said there should be no limit on sick days used as long as the employee had earned sick leave. An additional 33% felt sick leave should be available for the purpose of family responsibilities, but with some limits on the number of days available per year. A majority (58%) said no more than five days should be available for such purposes; 13.7% said no more than eight days; 19.5% said no more than ten days; while only 8.5% said a limit of 15 days would be appropriate.

Respondent's comments regarding leave policies included:

"I was not allowed to use sick leave. I was terminated because I was pregnant. Also my leave record still indicates a break in service due to this. My office had to get special approval to hire a temporary to replace me. Also I had no guarantee my job would be held."
(Female, Grade 8)

"I worked for the State from 1971 to 1978, left permanently after taking maternity leave. Came back in 1982 with complete loss of seniority. Would be nice if returning former employees would be creditied with at least a portion of former service, even 1 year for each 5 years worked, toward annual leave and/or pay scale. We did contribute to the State previously!" (Female, Grade 8)

"In our facility only 6 weeks is permitted for maternity leave (unless longer is ordered by a physician). Even if a woman has accumulated annual leave or wants an unpaid leave of absence, it is usually denied. The reason given to staff is that if a position is 'vacant' longer than that personnel will permanently cut it."

"Under former state employment policy, I was forced to

resign in the seventh month of pregnancy--We've come a long way.!" (Female, Grade 9)

"I feel that there should be disability pay for these situations (where advanced sick leave is used). I am really burdened paying it back!" (Female, Grade 10)

"As a State employee, I was incensed there was no existing maternity leave built into the benefits package. It is ludicrous that a major employer of female workers does not offer maternity leave with pay. On a most basic level, it is discriminatory."
(Female)

"Would like to have a set amount of time for doctors' appointments which would not penalize our sick time."
(Female, Grade 7)

"My child has had surgery twice requiring me to use annual leave for his illness. I know it's my problem but think it's unfair. Then there is no paid time for vacation."
(Female, Grade 8)

Four comments were received from respondents who were concerned that allowing employees to use sick leave for their dependents' illnesses would result in abuse of the system. Three respondents commented that use of sick leave for dependents' illnesses should not be charged to the employee's own sick leave occurrences record, otherwise the employee would be in danger of getting an unsatisfactory evaluation when there may actually have only been a few sick leave occurrences for the employee personally.

CHAPTER SIX

CONCLUSIONS AND RECOMMENDATIONS

A 25% return rate on a voluntary questionnaire constitutes an overwhelming affirmation to the Maryland Commission for Women that the level of interest in family-oriented personnel policy issues is very high among many State employees. We, therefore, feel committed to addressing the concerns expressed through the questionnaire in as thorough a manner as possible as soon as possible.

OVERALL RECOMMENDATION: THE STATE AS A MODEL EMPLOYER

In 1983, the National Governor's Association adopted the following policy regarding working parents:

". . . Federal and State government should encourage personnel policies and fringe benefits that support families with children. Specifically Federal and State government should serve as a model employer, encouraging the private sector to introduce flexible work scheduling and leave policies, opportunities for part-time work without the loss of fringe benefits, improved maternity, health and employee assistance benefits and a reduction in the punitive effects and discriminatory nature of break-in-service personnel policies." 28

As one of the largest single employers in Maryland, State government has a special obligation to be a model employer.

Recommendation #1: (POLICY) Maryland State government, through an Executive Order or legislative joint resolution, should adopt and publicize a statement of philosophy outlining its commitment to the adoption and implementation of family-oriented personnel policies:

Each employee is a valuable and valued asset to the service of the citizens of Maryland. It is the policy of Maryland State government, to the extent possible, to encourage the personal growth of employees and to offer them assistance in meeting difficulties and challenges. Maryland State government supports personnel policies and practices that enable its employees to hold jobs while maintaining a strong family life. Specifically, Maryland State government supports the implementation of flexible work schedules and leave policies, opportunities for part-time work and job sharing, dependent care services for employees and

any other appropriate policy or procedure that creates a healthy and productive work environment for State employees and is also supportive of their responsibilities as family members.

This philosophy should be reflected in the State's personnel policies. In addition to the policies and practices currently in existence in Maryland State Government, the State should initiate the policies, practices and procedures listed as recommendations below to enhance the work environment for State employees and thus increase worker productivity and morale.

The Department of Personnel has indicated that it plans to devote a portion of an upcoming edition of The Marylander, the publication available to all State employees, to the issue of family-related personnel policies. The Department plans to include a "statement of philosophy" as well as identification of existing and planned personnel policies that affect working parents.

ALTERNATIVE WORK SCHEDULES

Flexitime

An analysis of the questionnaire data on flexitime reveals that, although there is no official State policy on flexitime, a number of State agencies implement it on an informal basis. However, a large number--approximately three-fourths--of State employees who would use flexitime if it were available do not have an opportunity to use it in their offices.

Recommendation #2: (POLICY/PROGRAM) The State Department of Personnel should develop flexitime regulations for all State agencies based on the success of the 1977 pilot program it administered. The Department of Personnel has indicated that it will initiate a review of the activities of State agencies with respect to the structuring of appropriate flexitime programs. While the Department feels that flexitime programs may not be suitable for all work settings, it has agreed to establish reasonable guidelines that State agencies may rely upon in designing flexitime programs for their employees.

Part-time Employment

Part-time employment opportunities, as evidenced by the 2.7% of permanent part-time positions currently held by State employees and the survey data and comments, appear to be somewhat lacking in Maryland State government. The reasons reported for denial seem to indicate the need for a better understanding among agency administrators and supervisors of

how part-time positions can operate without causing a negative impact on agency operations.

In addition, Maryland law requires that permanent part-time positions be available at each and every level in Maryland State government, yet the approval rate of part-time requests for professional and top level employees is much higher than the approval rate for requests by employees in lower grades. Research has shown that, in most cases, employers only create part-time positions at the insistence of their existing employees, as opposed to creating a part-time position and then recruiting for it. If that is true in Maryland State government, the questionnaire data reveals that employees in the higher grades are more successful in having their requests approved than their counterparts in the lower grades. Perhaps supervisors consider professional level staff less easily replaceable than lower level staff and thus are more willing to grant the part-time requests of those employees in upper level positions.

Seven percent of the respondents had requested part-time employment within Maryland State government according to the questionnaire results. However, 30% of the respondents indicated that if they could work part-time, they would choose to do so. Although it is unlikely that all 30% would ever request to work part-time for Maryland State government, that figure does indicate a significant level of interest by both male and female employees in part-time employment as an option.

Recommendation #3: (POLICY/PROGRAM) A part-time/shared job project should be created in Maryland during 1986. The project would operate as an active program or unit of the Department of Personnel whose purpose would be to fully implement the permanent part-time employment law by expanding part-time and job sharing options within State government. Through the special program or unit, the Department of Personnel should address the following issues:

Recommendation #3A: (POLICY) The Department of Personnel should clarify existing personnel policies and procedures as they apply to part-time and shared jobs in order to remove real and perceived barriers to fuller utilization of part-time options.

Recommendation #3B: (POLICY) The Department of Budget and Fiscal Planning should develop policies to facilitate budgeting for part-time positions. An agency should not have to forfeit a full-time position to convert it to part-time. The creation of two part-time positions from one full-time position should be a process that is simple and

easy to accomplish. A specific procedure should be established by the Department of Budget and Fiscal Planning to review agency requests for part-time positions.

Recommendation #3C: (PROGRAM) The Department of Personnel should encourage State agencies to advertise part-time employment opportunities in newspapers throughout the State whenever such opportunities are available.

Recommendation #3D: (EDUCATION) The Department of Personnel should strive to expand the awareness of personnel officers employed by State agencies as to the cost effectiveness, efficiency, and benefits to the employer and employees associated with part-time and shared job employment. In particular, the Department of Personnel should rely on the existing Personnel Advisory Council as a conduit through which information regarding part-time employment can be channelled to management and employees throughout State government. Employees should be encouraged to express their interest in part-time or job sharing if such an interest exists.

Recommendation #3E: (PROGRAM) The Department of Personnel should assist agencies in administering part-time positions by providing standardized forms and/or technical assistance for employee record-keeping.

Recommendation #3F: (POLICY) The Department of Personnel should develop and implement guidelines regarding the promotion of part-time employees and the recognition of permanent part-time workers as having career aspirations to the same extent as full-time employees.

Recommendation #3G: (POLICY/PROGRAM) The State should establish a voluntary furlough program within the current framework of the Leave of Absence Without Pay (LAW) regulations. The Department of Personnel would be responsible for administering the program which would offer employees the chance to trade a percentage of their income for an equivalent amount of time off within a range of 5 to 10 percent.

DEPENDENT CARE

The high cost of good quality child and adult dependent care is the number one problem faced by the State employees who responded to the questionnaire. Most of the other major problems in arranging child care relate to trouble in dealing with temporary scheduling problems due to illness, school holidays and emergency conditions, and problems in arranging for before and after school care. For dependent adult care, inflexible schedules and lack of information about available programs were among the primary problems.

Recommendation #4: (POLICY/PROGRAM) The State of Maryland, through the Governor and the Department Secretaries, should develop an array of dependent care resources to make available to its employees.

Recommendation #4A: (PROGRAM) Each State agency, in cooperation with neighboring State agencies, should provide a child and adult dependent care information and referral service for State employees. The cooperating agencies may choose a service such as LOCATE provided by the Maryland Committee for Children or develop another information and referral mechanism.

Recommendation #4B: (PROGRAM) The State, through the Governor and the Department Secretaries, should explore the possibility of providing day care services at major State office complexes through employee cooperatives, private providers, or public providers.

Recommendation #4C: (PROGRAM) The State should explore cafeteria benefits which would provide dependent care as an option, or vouchers which would provide an allowance or subsidy to assist in covering dependent care expenses.

Recommendation #4D: (PROGRAM) Each department and agency of State government should sponsor parenting seminars, and information exchange sessions during the lunch period to provide access to information needed to ease problems that arise in meeting parenting and family responsibilities.

LEAVE POLICIES

With 16.5% of the respondents taking leave at the time of the birth or adoption of a child, the survey data shows that women take an average of anywhere from eight weeks to fourteen weeks of leave after the birth of a child. Approximately 55-65% of that leave is sick leave, with the

average period of disability being five to eight weeks. The remainder of the leave taken is earned annual, compensatory, or personal leave, or leave without pay. Fathers, when they use it at all, take small amounts of annual or personal leave, usually using five to eight days.

The adoption leave law has only been in effect since July 1, 1984, so information about its use is very limited. Of the nine instances reported by respondents, only three respondents used sick leave; the remainder used either other earned leave and/or leave without pay. Presumably, those who used sick leave adopted their children after July 1, 1984.

With respect to using leave for the illnesses or doctors' appointments of children and dependent adults, approximately half the State employee respondents estimate doing so at least some time each year. Since 71% of the respondents indicated that the State should allow an employee to use sick leave for the illnesses or doctors' appointments of children and dependent adults as long as the employee follows the same policies and procedures set up to regulate sick leave use by the employee, it seems appropriate that State officials should consider a policy change that accommodates this need.

Recommendation #6: (LEGISLATION/POLICY) The State should enact legislation to allow the use of sick leave (or some proportion of sick leave days, e.g., ten days per year) for the care of the newborn, of sick children or dependent adults who are ill, or for taking children or dependent adults to doctors' appointments. As with their own illnesses, employees would have to have a doctors' certificate after three consecutive days of absence for the illness of their child or dependent adult. A significant step in this direction was achieved in the 1986 General Assembly Session through the leadership of the Department of Personnel. HB 868, which as initiated by the Department of Personnel and passed the General Assembly, allows for the use of three personal leave days and two annual leave days each year without prior approval from the employee's supervisor. Thus, the employee can use these five days of leave to handle emergency situations such as the illness of a dependent or when schools open late or are closed due to unforeseen circumstances.

Recommendation #7: (LEGISLATION/POLICY) The State should establish a parental and medical leave policy which would allow an employee with a new child, a seriously ill child, or a serious health condition,

to take up to 26 weeks of unpaid leave. This policy would parallel the proposed Federal Parent and Medical Leave act.

Recommendation #8: (POLICY) The State should make clear to managers and supervisors that there is a liberal leave policy in effect on days when schools are closed, open late, or close early because of inclement weather or other emergency condition.

GENERAL

Recommendation #9: (PROGRAM) Whenever any significant changes are made in the State's personnel policies, the Department of Personnel and/or State agency personnel officers should develop and distribute easy-to-understand materials that explain the employee's rights and responsibilities regarding the new policies and procedures. The Department of Personnel indicates that it seeks to inform employees of policy changes by informal discussions with personnel officers assigned to agencies throughout the State and through the existing Personnel Advisory Council which is composed of agency representatives and meets to discuss personnel programs and policies.

Recommendation #10: (PROGRAM) The Department of Personnel should develop and distribute for use by all State agencies a uniform confidential exit survey to inquire as to reasons why a person is leaving a job. An annual compilation and publication of the information from the surveys should be completed. The Department of Personnel is currently reviewing the feasibility of implementing this recommendation.

Footnotes

1 Employers and Child Care: Development of a New Employee Benefit, (A BNA Special Report), The Bureau of National Affairs, 1984, pp. 43.

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8 Helen Axel, Corporations and Families: Changing Practices and Perspectives, The Conference Board, 1985, pp. 27.

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12 Families and Child Care: Improving the Options, A Report by the Select Committee on Children, Youth and Families, U.S. House of Representatives, September 1984, pp. 57.

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27 Department of Human Resources Press Release 85-12, (March 11, 1985).

28 "Proposed Changes in Policy of the Committee on Human Resources," National Governor's Association, 1983, pp. 24-25.

MARYLAND STATE DEPARTMENTAL POLICIES
(From responses to 1/3/84 letter to Secretaries)

DEPARTMENT	PART-TIME	JOB SHARING	FLEXTIME	USE OF SICK LEAVE	MATERNITY/ADOPTION LEAVE	TELEPHONE ACCESS
EMPLOYMENT AND TRAINING Brent Johnson, Secretary	Regulated by DOP.	Does not exist within our department.	No written policy. However, the department allows at the discretion of the unit supervisor, staggered work hours for its employees.	Are developing the department's sick leave policies now. Will forward to us when officially published.	Does not exist. However, sick, personal, annual and leave without pay may be used for maternity-related absences, as appropriate.	No written policy, but employees are permitted to use the telephone for essential personal calls, which are not excessive.
STATE PLANNING Constance Lieder, Secretary	Department has two part-time positions. Limited staffing precludes establishing additional part-time positions.	No shared positions.	Office is open 9 to 5. Staff is permitted to work flexible hours between 8 and 5. Core hours are 9 to 4.	Department policy is determined by DOP Personnel Policy 16.	Provided for in DOP Personnel Policy 16. No provisions for paternity or adoption leave, except for the liberal use of other paid leave (e.g. annual, personal).	Personal calls are permitted when necessity dictates such phone usage.
PUBLIC SAFETY AND CORRECTIONAL SERVICES Frank A. Hall, Secretary	Department encourages use of part-time, when appropriate, but have no specific department policies beyond the Statewide guidelines contained in Art. 64A, Sec. 51 and Title 06 of COMAR.	Our part-time policies do allow two employees to "share" a single position, but only wherein each individual has certain set work hours, classification level and salary level depending on the percentage of time worked.	Since most employees are in jobs with specifically scheduled work shifts, there is limited opportunity to use "flextime." However, for those agencies where it is functionally appropriate, such scheduling is utilized. Have Division Personnel Administrative Guideline No 6 (10/2/78) on flexible work scheduling.	The Department's sick leave provisions follow statewide procedures outlined in COMAR Regulation 06.01.01.42 and Secretary Guideline #16.	DOP regulations and guidelines provide for treatment of maternity as any other temporary disability. No specific leave for paternity or adoption, but employees can request other types of leave (e.g. annual, personal, earned comp. time) for such situations, if desired.	Departmental policy generally discourages the making or receiving of personal calls during work hours except for bona fide emergencies. Most facilities have public phones, however, and calls generally may be made before or after working hours or during breaks.

DEPARTMENT	PART-TIME	JOB SHARING	FLEXTIME	USE OF SICK LEAVE	MATERNITY/ADOPTION LEAVE	TELEPHONE ACCESS
ECONOMIC AND COMMUNITY DEVELOPMENT Frank J. DeFrancis, Secretary	Encourage our program directors to establish part-time positions whenever possible. We have consistently been able to maintain approximately 5% of positions as part-time. Many of the part-time positions have been established in response to requests from employees due to family considerations.	Considered part-time employment in the department. Have several positions where two employees fill one full-time job.	Have a departmental flex-time policy which has been in effect for eight years and which has proven extremely successful. (The policy is attached) The core hours are 10 to 3. Employees can come as early as 7:30 and leave as late as 6:00.	Personnel Rule .42 Leave with Pay is followed by the department.	Sick leave may be used for maternity purposes while the employee is under a doctor's care. Have allowed a liberal leave without pay policy for employees who request additional time off. No requests for paternity or adoption leave.	No written policy. but supervisors are very understanding concerning receiving and making calls regarding family matters on the job.
HUMAN RESOURCES Ruth Massinga, Secretary	Follow State Employees Personnel Regulations (Personnel Manual Update 2) which outlines Art. 64A, Secs. 50 and 51. Also governed by DHR Policy re: Personnel 60.1.6 re: Workweek. Have a clarifying memorandum (3/23/78).	No specific departmental policy or directive.	No specific departmental policy or directive.	Use Art. 64A, Sec. 37, COMAR Regulations 06.01.01.42 and Secretary's Guideline on Sick Leave (formerly DOP Policy 16). Also governed by DHR Policy re: Personnel as follows: 60.1.8 Per-mission time (See attached.); 60.1.2 Sick Leave; 60.1.7 Leave Without Pay; 60.1.9 Anticipated Annual Leave.	No specific departmental policy or directive.	No specific departmental policy or directive.

DEPARTMENT	PART-TIME	JOB SHARING	FLEXTIME	USE OF SICK LEAVE	MATERNITY/ADOPTION LEAVE	TELEPHONE ACCESS
BUDGET AND FISCAL PLANNING H. Louis Stettler, Secretary	Adhere to State personnel policies.	Adhere to State personnel policies.	Have "Staggered Working Hours" policy (5/27/83). Will allow "staggered hours" based upon pre-approved and set time parameters during less critical times of the year (interim period: May to August), as long as there is adequate coverage and no diminution of performance. From Memorial Day to Labor Day the core is 8:30-4:30 and employees can come in as early as 7:30 and leave as late as 5:30.	Adhere to State personnel policies.	Adhere to State personnel policies.	Adhere to State personnel policies.
HEALTH AND MENTAL HYGIENE Adele Wilzack, Secretary	Have "Policy on the Employment of Part-time and Contractual (consultant) Individual Employees by DHMH." The policy, however, does not deal with part-time as we have been thinking about it for regular State employees. It deals mainly with consultants who work on a contractual basis for DHMH.	No written policy.	No written policy.	Follow Secretary Guide line on Sick Leave (formerly DOP Policy #16) and DHMH Policies including Policy #21.	Follow DOP policies re: leave for maternity as a temporary disability. Also have two memoranda (8/25/72 and 2/1/73) which clarify appropriate procedures.	No written policy.

DEPARTMENT	PART-TIME	JOB SHARING	FLEXITIME	USE OF SICK LEAVE	MATERNITY/ADOPTION LEAVE	TELEPHONE ACCESS
EDUCATION David W. Hornbeck, Superintendent	Governed by Secs 50 and 51 of Article 64A. Agencies are allowed a maximum percentage of part-time positions provided compliance would not materially impair the agency's ability to perform its mission. MSDE currently has 16 permanent part-time positions.	Follows DOP Regulations. MSDE allows job sharing where the function of the position can accommodate shared responsibility and accountability. MSDE currently has 16 shared positions.	In order to allow maximum flexibility to employees, MSDE has established a practice where, ever employees, with the approval of their Division/Office Head, may select their work hours. They can begin as early as 7:45 AM and end as late as 5:00 PM. The core is 8:30 AM to 4:30 PM.	COMAR Regulations, Title 06.01.01.42D define provisions for sick leave for employees.	Maternity leave is covered under sick leave regulations. There are presently no provisions specifically addressing paternity or adoption leave; however, employees may request and are granted Personal Leave of Absence Without Pay and/or may use their earned annual leave on such occasions.	MSDE employees are allowed flexibility in making and receiving telephone calls when necessary. There is no written policy regarding this issue.
TRANSPORTATION Lowell K. Bridwell, Secretary	Follows DOP Policy issued on 7/20/76 entitled "Permanent Part-Time Employment."		Dept. has no policy on flexitime. However, it does have a "Compressed Workweek Pilot Program." The program began in 1983 and is being tested at the MDOT's Functional Data Center.	Governed by DOP Personnel Policy #16. MDOT has Departmental Leave Policies regarding the following: Sick, Leave Control, and Leave of Absence Without Pay, (i.e. For Military Service, Illness, Injury in line of duty, and Personal reasons, such as adoption or study).	Leave for maternity purposes is granted under the "umbrella" of MDOT's Departmental Leave Policy. There is no recognition in the Department, and indeed the State, for paternity leave or adoption leave. However, there is a State policy called "Personal Leave" that permits an individual to take time off for personal reasons.	There is no policy with respect to receiving or making calls dealing with family matters while on the phone.
LICENSING AND REGULATION John J. Corhley, Secretary	Department follows the regulations and policies of DOP.	Department has no shared positions at the present time.	There is no written policy on flexitime. It is in the process of revision and provides for staggered hours of 8:00 AM and 5:00 PM.	Department policy is prescribed by Personnel Regulation 42 and DOP Policy 16.	There is no regulation or policy with that title. All earned leave and personal leave may be used for pregnancy and child birth. For fathers, the use of this purpose is limited to annual and personal leave.	No written policy exist. Employees are permitted the use of the telephone for personal calls and are asked to use their discretion to avoid abuse. This is monitored by the Supervisor.

DEPARTMENT	PART-TIME	JOB SHARING	FLEX-TIME	USE OF SICK LEAVE	MATERNITY/ADOPTION LEAVE	TELEPHONE ACCESS
NATURAL RESOURCES Torrey C. Brown, M.D., Secretary	Our operations dictate temporary but full-time seasonal employment rather than ongoing, part-time employment. The tourist, hunting, fishing and other seasons are prime examples of our need not to increase permanent staff to accommodate workload increases which are cyclic in nature and short-term.	Only one position in the Department is a 50-50 split position with two occupants, but there is certainly no Departmental or State provision to prohibit the practice.	We do not have any units working on a true flex-time basis. We do schedule employees with a variety of starting, lunch break and ending times (8:00, 8:30, 9:00 AM; 11:00-1:00; 4:00, 4:30, 5:00). This scheduling has existed for many years, provides coverage and perhaps, provides some measure of flexibility for employees with families.	In accordance with State personnel regulations. On occasion, employees on sick leave for maternity purposes are permitted to "stretch" their sick leave by alternating a week of sick leave with a week of approved leave of absence without pay, or pay period alternation (2 week increments).	Maternity leave is considered a "temporary disability" as provided for in State Employee Personnel Regulations. Paternity leave has been a subject of legislation for several years but to my knowledge the General Assembly has failed to pass such bills. Thus, other than use of personal, annual or compensatory leave for such purposes, there is no provision for either paternity or adoption leave.	The department has no written or unwritten policy which prohibits calls involving family matters. Most unit employees are encouraged to limit personal calls to emergency or necessary ones.

WORK HOURS

The work week begins on Wednesday and ends on Tuesday, both days inclusive. The normal work week consists of 35½ hours per week for full-time employees. The pay period consists of two consecutive work weeks.

The Department of Economic and Community Development has a Flexitime Program for most employees. The morning reporting time is between 7:30 a.m. and 10:00 a.m. while ending time is between 3:30 p.m. and 6:00 p.m. The supervisor will be responsible for determining the reporting time for each unit. Each employee will work 7 hours and 6 minutes and have an hour for lunch.

FLEXITIME

This material has three major objectives:

1. To acquaint all DECD employees with the concept of flexible work hours (Flexitime) and its benefits.
2. To describe the DECD model - the degree of flexibility possible and the limitations.
3. To provide a quick and authoritative reference for supervisors and employees alike, which will provide information and answer questions on all major aspects of the work environment which might be affected by the introduction of Flexitime.

THE CONCEPT

What Is Flexitime? The concept is simple. Fixed times of arrival and departure will be replaced by a working day which is composed of two different types of time: core time and flexible time.

Core time is the number of hours designated during which all employees must be on the job or at lunch. Flexible time is all the time designated as part of the schedule of work hours within which the employee may choose the time of arrival and departure from the office. The two requirements of Flexitime in DECD are, therefore: (1) that each employee must be on the job during core time or at lunch, and, (2) each employee must work or otherwise account for 7 hours and 6 minutes, plus 1 hour for lunch.

Because of specific job requirements in some offices, the same degree of personal choice may not be possible for all employees. As a result, there will be variations in the degree of flexibility which is possible from office-to-office. However, any supervisor who believes it will be necessary to permanently exclude an employee from participation in Flexitime must provide the Secretary's office with a written statement describing the reason such an exclusion is necessary.

Flexitime (cont'd)

The Morning Band

Subject to the needs of the office, each employee may select a starting time between 7:30 a.m. and 10:00 a.m. Because of the need to insure coverage during certain periods of the day in specific areas, supervisors will request employees to advise them of the time they expect to be arriving each morning; however, no employee will be considered tardy until after 10:00 a.m. unless a specific restriction has been established by the supervisor due to operating necessity.

The Afternoon Band

The core time ends at 3:30 p.m., therefore, your workday may end at any time between 3:30 p.m. and 6:00 p.m., once you have completed, or otherwise accounted for 7 hours and 6 minutes, plus 1 hour for lunch. The flexible time bands have been designed so that if you begin work at 7:30 a.m. you complete your workday by 3:36 p.m. (taking the usual lunch period). If you begin work at 9:54 a.m., you will complete your day at 6:00 p.m.

TIME ACCOUNTING

Flexible scheduling of work requires much greater responsibility on the part of the employee to be aware of times of arrival, departure and total hours worked. The time accounting system has been designed with three things in mind:

1. to make each employee personally responsible for his or her time-keeping;
2. to assist the employee in keeping accurate time records;
3. to provide records for evaluation purposes and to determine the extent to which flexitime is actually being used.

Accuracy

Under current regulations, supervisors are responsible for assuring the accuracy of all time reports. Supervisors will review time reports to insure that they are being kept accurately.

Tardiness

Under Flexitime, an employee is counted as tardy if he or she begins work after the start of core time, which begins at 10:00 a.m. Arrival after 10:00 a.m. will be considered tardiness or will be chargeable to leave in accordance with DECD regulations. An employee who anticipates varying his arrival time by more than 30 minutes from his designated scheduled time should notify his supervisor accordingly.

Use of Annual and Sick Leave Under Flexitime

The introduction of Flexitime in no way affects an employee's right to annual or sick leave. Further, the supervisor retains the authority to approve requests to use leave in advance. Annual leave or sick leave must be charged when the employee wishes any time off which falls within the designated core time.

Flexitime (cont'd)

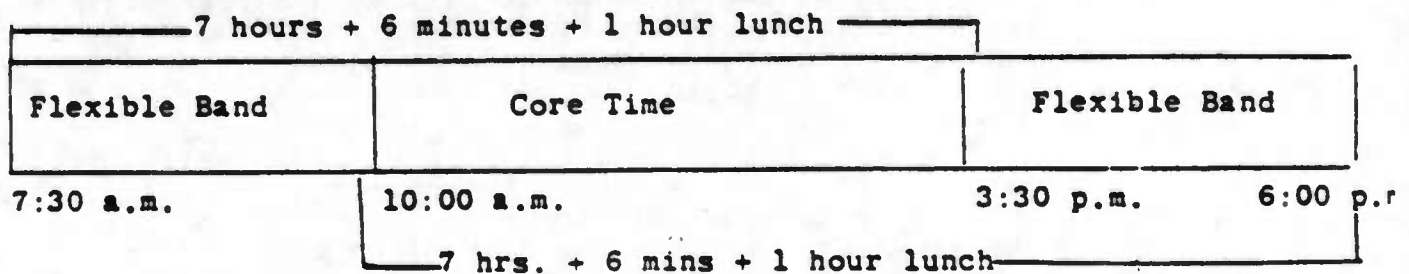
WHY IMPLEMENT FLEXITIME?

It is hoped that Flexitime will have benefits for the Department as a whole as well as each individual employee. Flexitime has two major objectives:

1. Improve the quality of life for all employees. Flexible work hours will give each employee a new measure of freedom and control over his or her personal and working life. The opportunity to select and to vary starting and departure time, within limits, should improve the lives of employees in many ways. Personal pace setting will allow each employee to choose the hours which best suit his/her particular situation. Flexitime will allow some employees to travel to and from work at other than peak rush periods. For others, it may mean the opportunity to enroll in courses which could not be accommodated under our fixed work schedule. Finally, employees should enjoy a greater opportunity to participate in community, family and leisure activities.
2. Improve productivity. Factors which may contribute to increases in work quality and/or quantity in the Department include: the elimination of tardiness by providing each employee with the flexibility to select a personal starting time; quieter hours which may be possible at either the beginning or end of the day; and the fact that workers should become job-oriented rather than time-oriented since time is an element which each individual can now control.

THE DECD MODEL

The following diagram illustrates the flexible bands and the core times which have been established for DECD:



The DECD model consists of 10½ operations hours and 5½ core hours, plus the normal lunch period of 1 hour. All employees must work or otherwise account for 7 hours and 6 minutes each day plus the lunch period for a total of 35½ hours a week.

CORE TIME

All employees must be at work between the hours of 10:00 a.m. to 3:30 p.m. The lunch period is included in that time period.

Flexitime (cont'd)

Special Arrangements

Flexitime in no way alters the authority of the supervisor to make special work schedule arrangements upon an employee's request, or upon unusual needs of the unit. However, it is expected that the introduction of Flexitime will reduce the need for such arrangements.

SUPERVISORY RESPONSIBILITY

The introduction of flexible hours is more than a simple rearrangement of the arrival and departure time of employees. With the use of flexible hours must come a new style of managing. The supervisor must look for new and better ways to more effectively plan and organize the work to be done as well as examine new ways to assess the effectiveness of the section or division.

Because of the desire to provide maximum flexibility under this program, supervisors are asked to schedule meetings and conferences within the core period whenever possible.

EMPLOYEE RESPONSIBILITY

Flexitime gives each employee a measure of personal control over the work environment which previously has not been possible. This new freedom is accompanied by an equal degree of responsibility. Each employee is expected to fulfill the commitment to account for a full 7 hour and 6 minute day, 35½ hour workweek. Abuse of the new flexibility will result in the cancellation of the Flexitime program and a return to a traditional fixed work schedule for those employees abusing the system. Abuses will be one of the factors taken into consideration when deciding whether to terminate or continue the program.

One goal of this program is to permit the maximum degree of personal flexibility consistent with the accomplishment of the mission of the Department. Therefore, while the model presented in this handbook will generally apply to all employees, some modifications or limitations may be necessary in specific areas. While supervisors will make every effort to hold meetings during core time, you will be expected to attend meetings which, due to special circumstances, must be scheduled outside of core hours.

While this booklet attempts to cover major areas which might generate questions and to describe the boundaries and limitations of the experiment, it is not possible to cover all situations which might arise. In the event any employee has a question he or she should address this question to their immediate supervisor. Supervisors requiring additional clarification of any feature of the Flexitime program, please contact the Personnel Office of the Department.



Dear State Employee,

The accompanying questionnaire has been developed by the Maryland Commission for Women, in cooperation with the Department of Personnel, to gather information on the impact of State personnel policies on employees and their families.

The reverse side of this letter describes the questionnaire more fully and will familiarize you with the State personnel policies addressed in the questionnaire.

The Commission and the Department recognize that problems exist for employees who also have responsibilities for the care of children or dependent adults. We need your help to determine which existing policies make it difficult - or easier - for you to do your job and at the same time handle your home responsibilities. If changes are needed to laws, regulations and policies, your response will help us determine how best to structure them to meet your needs.

For the validity of the survey results, we ask that all State employees participate by completing and returning the questionnaire. We estimate that the questionnaire will take approximately fifteen (15) minutes to complete. Please return it as instructed at the end of the questionnaire by April 1, 1985. If you have any questions, call the Maryland Commission for Women at 383-5608.

Thank you for taking the time to fill out the questionnaire. Your participation is greatly appreciated.

Sincerely yours,

Sally T. Grant
Chair, Maryland Commission for Women

John F.X. O'Brien
Secretary, Department of Personnel

Explanation of Current State Policies

The questionnaire is divided into four (4) parts. Part A: Alternative Work Schedules, Part B: Dependent Care, Part C: Leave Policies, Part D: General Information.

PART A: Alternative Work Schedules: Two possible alternative work schedules are: Flexitime and Part-time. Flexitime allows each employee to select his or her own work hours, providing the employee works a specified number of hours each day and is present during "core hours" set by the employer. For example, if your agency allowed for flexitime, you could come in at 7:30 a.m. and leave at 3:30 p.m. or come in at 9:30 a.m. and leave at 5:30 p.m. This insures that the "core hours", (let's say the employer designated 9:30 a.m. to 3:00 p.m. as "core hours") would be covered by all employees.

Part-time employment, as defined by the State, is working at least two days per week for at least 50 percent but not more than 80 percent of full-time with employees included under the State Merit System and receiving prorated benefits. To create a part-time position, the number of hours needed to do a job could be cut, or a job could be split in half with two employees each working 50 percent of full-time.

PART B: Dependent Care: In this section we want to find out about your needs for child care and care for dependent adults. If you have children or dependent adults for whom you must provide care, the questionnaire asks for information on what arrangements you use and what problems, if any, you have encountered in finding and using dependent care.

PART C: Leave Policies: "Maternity" leave for State employees is available by using a combination of accumulated leave. Although not officially defined as "maternity" leave, a State employee can use sick leave for the time she is "disabled" and under the care of a physician. Earned compensatory, personal and annual leave can also be used once she is no longer certified by her physician as "disabled." She can also apply for leave without pay. Paternity leave is not defined in State law; but a father can use earned compensatory, personal or annual leave to stay home with his child. He also could apply for leave without pay. Prior to July 1, 1984, a parent adopting a child could use earned compensatory, personal and annual leave or apply for leave without pay to care for the newly-adopted child. Starting July 1, 1984, a State employee who is adopting a child has the right to use up to one month of accumulated sick leave to care for the newly-adopted child.

With regard to use of leave for illnesses of dependents, a State employee may use accumulated compensatory, personal or annual leave if he or she chooses to do so to stay home with a sick dependent or take dependents to doctor's appointments. Sick leave may only be used for the illness or doctor's appointments of the employee.

PART D: General Information: This section asks for information that will help us collate the data and develop recommendations for personnel policy changes, if any are needed.

STATE PERSONNEL POLICIES QUESTIONNAIRE IMPACT ON FAMILIES

PURPOSE:

To gather information on your knowledge of certain personnel policies and the impact of those policies on you as an employee and as a family member. If changes are needed to laws, regulations and policies, your response will help us determine how best to structure them to meet your needs

INSTRUCTIONS:

Please check the appropriate response () or fill in the blank. If you have any questions, call 383-5608. All answers are confidential. DO NOT PUT YOUR NAME ON THE QUESTIONNAIRE FORM

PART A. ALTERNATIVE WORK SCHEDULES

FLEXTIME

1. Does the office where you work have a flexitime program?
() Yes () No () Don't know
2. If yes, do you make use of this option?
() Never () Occasionally () Often () Always
3. Why do you make use of this option? (Check all reasons that apply)
() To avoid rush hour () Other: _____
() To accommodate dependent care needs () Don't use it
() As part of a cerpool
4. If no, would you use such an option if it were available in your office?
() Yes () No

PART-TIME EMPLOYMENT

5. Are you aware of any part-time employment opportunities in your agency?
() Yes () No
6. If yes, how did you learn about them?
() From supervisor () From making an inquiry about part-time employment
() From word-of-mouth () Other: _____
() From position vacancy announcements
7. Have you ever requested to work part-time?
() Yes () No
8. If yes, what happened to the request?
() Approved () Denied for this reason: _____
9. If you could work part-time, would you choose to do so?
() Yes () No
10. If yes, why?
() Family commitments () Health
() Leisure () Phase into retirement
() Student/educational improvement () Other: _____

PART B. DEPENDENT CARE (If you do not have children or dependent adults for whom you provide care, go on to PART C.)

11. Do you have children or dependent adults currently living with you? How many in each age group?
_____ Under 2 years old _____ 2 - 5 years old _____ 6 - 14 years old _____ Dependent Adult
12. Which of these dependent care arrangements do you use during the time you at work?

	CHILD CARE	ADULT DEPENDENT CARE
Family member cares for child/dependent in your home	()	()
Child/dependent cares for self	()	()
Housekeeper/Babysitter at your home	()	()
Relative cares for child/dependent outside your home	()	()
Day care center or program for child/dependent	()	()
Family day care arrangement	()	()
Preschool or nursery school	()	()
Before or after school program	()	()
Home visitation by aide	()	()
Other _____	()	()
13. Approximately how much money do you spend on child care and/or adult dependent care arrangements?
 CHILD CARE: _____ Per month (September through May)
 _____ Per month (June through August)
 ADULT DEPENDENT CARE: _____ Per month
14. This question lists a number of possible problems people experience in trying to arrange child care and adult dependent care. Please indicate (by checking the appropriate columns) if you have encountered any of these problems in the LAST TWO YEARS

	CHILD CARE			ADULT DEPENDENT CARE		
	No Problem	Slight Problem	Serious Problem	No Problem	Slight Problem	Serious Problem
A. A lack of information on child/dependent care programs in the community	()	()	()	()	()	()
B. No child/dependent care convenient to my house	()	()	()	()	()	()
C. No child/dependent care convenient to my job	()	()	()	()	()	()
D. No infant or toddler care	()	()	()	()	()	()
E. The high cost of good child/dependent care	()	()	()	()	()	()
F. Too much time transporting child/dependent to and from care site	()	()	()	()	()	()
G. Arranging for care for school age children before/after school	()	()	()	()	()	()
H. Trouble in arranging child/dependent care on school holidays/snow days	()	()	()	()	()	()
I. Trouble in arranging child/dependent care during the summer months	()	()	()	()	()	()
J. Trouble in arranging care for a sick or chronically ill child/dependent	()	()	()	()	()	()
K. Limited or no available care when I work overtime/travel	()	()	()	()	()	()
L. Limited or no available care at night or on weekends	()	()	()	()	()	()
M. The program(s) I preferred were already filled	()	()	()	()	()	()

- N. Unable to use friends or relatives for child/dependent care
 O. Trouble in arranging care for handicapped child/dependent
 P. Problems caused by my inflexible work schedule
 (i.e., cannot vary time I start/stop my work day)
 Q. Any other problem not mentioned above. Please specify _____

No Problem	Slight Problem	Serious Problem	No Problem	Slight Problem	Serious Problem
()	()	()	()	()	()
()	()	()	()	()	()
()	()	()	()	()	()
()	()	()	()	()	()

15. Of the problems listed above in #14, which would you say have been the greatest and the second greatest for you? (Put the appropriate item letters below)
 CHILD CARE: _____ Greatest Problem _____ Second greatest problem _____ Not applicable
 ADULT DEPENDENT CARE: _____ Greatest Problem _____ Second greatest problem _____ Not applicable

PART C: LEAVE POLICIES

MATERNITY/PATERNITY/ADOPTION LEAVE

16. Have you used leave at the time of the birth or adoption of your child(ren) in the past five years?
 () Yes () No
 17. If yes, how much and which type of leave did you use? (Please indicate in the appropriate column the approximate amount of each type of leave you used.)

TYPE OF LEAVE TAKEN	MATERNITY/PATERNITY			ADOPTION		
	1st Child	2nd Child	3rd Child	1st Child	2nd Child	3rd Child
Sick Leave						
Earned Leave						
Leave without pay						

ILLNESSES OF DEPENDENTS

18. How many days annually are you absent from work because of a sick child or dependent adult or for doctor's appointments for children or dependent adults?
 () Never () 7 - 10 days a year
 () 1 - 3 days a year () 11 or more days a year
 () 4 - 6 days a year
 19. Should an employee be able to use sick leave for illnesses or doctor's appointment of the employee's children or dependent adults as long as the employee follows the same policies and procedures set up to regulate sick leave use by the employee (e.g. the need for doctor's note, etc.)?
 () Yes () No
 20. If yes, should there be limits placed on the number of sick days to be used for such purposes per year?
 () No limit, as long as the employee has the earned sick leave () No more than ten days
 () No more than five days () No more than fifteen days
 () No more than eight days

PART D: GENERAL INFORMATION

21. What is your sex?
 () Male () Female
 22. Household Status
 () Single, never married () Married in one-income household
 () Separated, Divorced, Widowed () Married in two-income household
 23. Present Grade _____
 24. Current Annual Household Income (Enter letter from below) _____
 A. Less than \$10,000 D. \$20,001 - \$25,000
 B. \$10,001 - \$15,000 E. \$25,000 - \$35,000
 C. \$15,001 - \$20,000 F. Over \$35,000
 25. Employment Status
 () Full-time () Part-time
 26. My department or state agency is (Enter letter from below) _____
 A. Agriculture J. Licensing and Regulation
 B. Budget and Fiscal Planning K. Natural Resources
 C. Economic and Community Development L. Personnel
 D. Education M. Public Safety and Correctional Services
 E. Employment and Training N. State Planning
 F. Executive O. Transportation
 G. General Services P. Other State Agency _____
 H. Health and Mental Hygiene
 27. The office where I work is in the following region of the State. Enter letter from below: _____
 A. Baltimore Metro area D. Southern Maryland
 B. Annapolis area E. Eastern Shore
 C. Western Maryland F. Washington D.C. Metro area

THANK YOU FOR COMPLETING THE SURVEY. Please place it in a collection box marked MARYLAND COMMISSION FOR WOMEN/DEPARTMENT OF PERSONNEL QUESTIONNAIRE in the main lobby of one of the following buildings:

- (1) 301 West Preston Street (Baltimore) (5) 45 Calvert Street (Annapolis)
 (2) 201 West Preston Street (Baltimore) (6) Tawes State Office Building, 580 Taylor Ave. (Annapolis)
 (3) 1100 North Eutaw Street (Baltimore) (7) 6601 Ritchie Highway (Glen Burnie)
 (4) 200 West Baltimore Street (Baltimore)

or return it by INTEROFFICE MAIL to the MARYLAND COMMISSION FOR WOMEN, 1123 NORTH EUTAW STREET, ROOM 603, BALTIMORE, MARYLAND 21201 by April 1, 1985.

